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**INSTITUTIONAL
ANALYSIS AND
RECOMMENDATIONS
FOR THE COUNCIL OF
CARIBBEAN
INSTITUTIONS FOR
DEVELOPMENT**

Prepared for the U. S. Agency for International Development
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EXECUTIVE SUMMARY

This report is submitted in the hope of contributing to the development of the Council of Caribbean Institutions for Development (COUNCARID) as an important and viable organization in the Caribbean region.

COUNCARID, a consortium of private-sector development agencies in the Caribbean region, was formally inaugurated at a general meeting of the 16 founding-member organizations in November 1983. Registration procedures under the laws of Trinidad and Tobago were completed in October 1985. The founding-member agencies formed COUNCARID because all believed they had common concerns that could be addressed most effectively by working as a group.

The current high degree of frustration among the members of COUNCARID arises from the lack of progress in initiating program activities over recent months. Yet a strong core of support for the purposes and objectives of the organization remains. An organization such as COUNCARID can play a useful role in the region, but the members must become more involved in its development if it is to succeed.

The lack of progress in starting program activities is related to three factors: a lack of practical focus in the programming objectives set out for the organization; the lack of sufficient financial resources to support an active centralized secretariat; and the difficulty in maintaining effective communications among members and board members, who are distributed throughout the region.

Several outside organizations have played a role in the development of COUNCARID. Support has been provided to finance and provide a venue for meetings, and the salary of the Secretary General has been underwritten to a certain extent.

Efforts to work closely with the Partnership for Productivity Foundation to develop general-support funding proposals have not been successful so far. These proposals have been based on a strong operational link between the two organizations that many members feel is not appropriate, given the purposes and objectives of COUNCARID. In addition, many members feel that the proposals have been overly ambitious.

Several basic operating principles governing the development of the organization need to be clearly articulated and decisions made about steps to take in furthering the development of COUNCARID. The following suggestions are offered:

- A general meeting should be convened to discuss this report and make concrete operating decisions;

- Membership fees should be increased to a level that will demonstrate membership commitment and finance the start-up of a small secretariat;
- A small secretariat should be established in one of the member states;
- A modest proposal should be developed, seeking funding to finance operations of the secretariat, increased communication among members, and a limited set of program activities involving groups of members; and
- Funding support should be solicited from a range of international donors, avoiding dependence on a single provider of financial or technical assistance.

These suggestions are offered not as a blueprint for COUNCARID development, but as a set of ideas for further discussion and refinement by COUNCARID members. If COUNCARID is to become an effective independent voice representing its Caribbean-based membership, it must make its own decisions and carry them out in a way that enhances its credibility and effectiveness in the eyes of its members as well as international supporters.

CHAPTER ONE
INTRODUCTION

This report reports the findings and presents conclusions and recommendations arising from research into the history, current status, and future prospects of the Council of Caribbean Institutions for Development (COUNCARID). The scope of work that defined the consultant's efforts states: "The purpose of this study is to carry out an institutional analysis of COUNCARID, an 'umbrella' organization for 20 PVOs in the English-speaking Caribbean and Haiti."

The research work was carried out by Gary D. Kilmer, a staff member of Development Alternatives, Inc. (DAI), who has been actively involved with private voluntary organizations (PVOs) and international small-business development programs for the past 17 years. The work was sponsored by the Social Development Office of the U.S. Agency for International Development's Bureau for Latin America and the Caribbean (AID/LAC) as an effort to assist the development of COUNCARID.

Research activities included a review of pertinent documentation and interviews with most of the individuals who have played a major role in the organization's development, including all the current members of COUNCARID's Board of Directors.

Documentation was provided by AID, the Partnership for Productivity Foundation (PFP), and representatives of COUNCARID. Most of the interviews were carried out just prior to and during a November 4-20, 1985, field trip to Belize, Barbados, Grenada, Trinidad, Jamaica, and Haiti to interview representatives of member organizations.

Interviews were also carried out in the United States with the current Secretary General of COUNCARID as well as representatives of AID, PFP, and the Pan American Development Foundation (PADF). An earlier (late August-early September 1985) tour of several Eastern Caribbean states in conjunction with another, related, assignment gave the consultant an opportunity to interview several other current and prospective members of COUNCARID.

The scope of work for this assignment and a complete list of the individuals interviewed are included as Attachments 1 and 2 to this report.

The report is divided into two sections. Chapter Two comprises the bulk of the report. It is, in turn, divided into three subsections that treat COUNCARID as an institution, the COUNCARID member organizations, and other factors that have influenced the development of the organization. Chapter Three presents conclusions drawn from the research and a brief set of recommendations for COUNCARID to consider in its effort to establish itself as a viable and useful regional entity.

The recommendations are not intended to serve as a detailed guide to ensure the future success of COUNCARID. They should be viewed instead as a means to help COUNCARID focus its efforts as it considers its logical next steps. In some cases the findings may reflect an inconsistency between what people say in public and in private. This analysis has been based on what was discussed in private rather than what may have been said in a public forum. If the report stimulates critical and focused discussion leading to resolution of the issues that currently impede the organization's growth, its purpose will have been served.

Finally, the consultant would like to express his sincere thanks to the many people who so willingly played a part in his work, especially those who openly shared their hopes, dreams, and frustrations related to COUNCARID. Without their active cooperation, this work would have been meaningless.

The views expressed here, while attempting accurately to reflect and draw from the information that was gathered in the field, are purely those of the consultant involved. They do not reflect the views of AID, DAI, or any other agency or person.

CHAPTER TWO**FINDINGS****COUNCARID**Background

The Memorandum of Association and Articles of Association of COUNCARID, Ltd., were approved by the first formal meeting of the general membership in Miami, Florida, on November 29, 1983. This step was the culmination of a series of informal discussions held in conjunction with various PADF-sponsored workshops and other gatherings since 1981. Four formal COUNCARID meetings have been held to date. General membership meetings were held in Miami in November 1983 and May 1984 and in St. Lucia in June 1985. A meeting of the executive committee was held in Miami in December 1984.

Registration formalities were completed in Trinidad and Tobago in October 1985. The intention is to register COUNCARID in each of the CARICOM-member countries, but only Trinidad and Tobago have done so.

Representatives of 16 nonprofit Caribbean development agencies participated in the formation of the organization, while 15 representatives of U.S. and other development agencies were observers. Impetus for formation of the new body came from a shared perception by the participating agencies that they face a common set of concerns and constraints in their efforts to carry out their respective programs. They felt all could benefit by increasing communication, coordinating efforts wherever possible to gain benefits of scale, and learning from one another's experience. Effective intraregional networking was viewed as a key to accomplishing those objectives.

Objectives

The Memorandum of Association presented a set of 22 general objectives. Later documents (proposals, concept papers, and meeting reports) have refined this set, but the general focus of the organization has remained the same. The report on the June 17-21, 1985, COUNCARID Planning Session presents three general and six specific objectives:

General Objectives

- To foster regional cooperation and Caribbean unity;
- To mobilize human and financial resources for the local, nonprofit, private development institutions involved in the promotion of self-help efforts and projects of socioeconomic development; and
- To provide cost-efficient and effective services to the low-income sector served by member institutions in order to increase the level of income, employment, and standard of living in the region.

Specific Objectives

- To serve as a clearinghouse, share information, and promote exchange and communication among member agencies;
- To organize workshops, seminars, and training specific to the needs of member agencies;
- To seek and provide technical assistance to member agencies' projects;
- To facilitate, support, and coordinate the implementation of member agencies' program activities and their replication in the region;
- To seek and provide means of funding and develop income-generating projects for member agencies; and
- To develop and disseminate policy that is beneficial to the area and seek the active participation of the representatives of the Caribbean in the decision-making process regarding regional affairs.

Interviews with COUNCARID members confirm a high degree of support for these objectives.

Structure

The structure of the organization includes a general assembly in which all member agencies are represented, a five-member Board of Directors elected by the general assembly, and a secretariat. The original Board of Directors included the following individuals:

Pierre C. Armand, Chairman
Haitian Association of Voluntary Agencies

Leo C. Clark, Executive Director
National Research and Development Foundation of
St. Lucia

Jethro Greene, Member
Organization for Rural Development in St. Vincent

Manuel Cuellar, Member
National Development Foundation of Belize

Anita Bully, Member
National Development Foundation of Dominica

The Board of Directors changed at the June 1985 meeting. The current officers include:

Manuel Cuellar, Chairman
National Development Foundation of Belize

Patricia Charles, Executive Secretary
National Research and Development Foundation of
St. Lucia

Marcus Jordan, Member
National Development Foundation of Barbados

Father Gerard Pantin, Member
Service Volunteered for All (SERVOL) in
Trinidad and Tobago

Clyde Bacchus, Member
Fund AID in Trinidad and Tobago.

Pierre Armand is currently serving as Secretary General while employed on a PFP project in Brooklyn, New York. The National Research and Development Foundation (NRDF) of St. Lucia has agreed to provide secretariat facilities for the group until funding is acquired to establish a permanent secretariat.

Funding

Financial support for the organization to date has been limited. Seven members had contributed EC \$5,673 (US \$2,180) through May 31, 1985. Although it was agreed at the November 1983 meeting that each member would contribute the equivalent of US \$200 to finance start-up operations, only nine of these contributions (seven in cash and two in kind) had been received through May 1985. Of this total, EC \$3,578 (US \$1,376) remained on hand at that time.

No direct financial contributions from outside agencies were reported through that period, since outside support was provided directly toward the cost of specific activities rather than as budget support passing through COUNCARID's accounts.

Members' Views

Many members express a high level of frustration with the lack of progress in COUNCARID's development to date. In some cases this was voiced as dissatisfaction with the structure and leadership of the organization. In other cases it was attributed

to the lack of resources necessary to support an effective secretariat and overcome the serious logistics and communications difficulties that the members face.

At least two funding proposals have been developed with the assistance of Pfp for submission to AID. Neither has been approved, and several members criticized the lack of review those proposals received prior to submission and the strong COUNCARID-PFP/CARINET link upon which they were based.

Although the members are generally positive about the benefits of participating in the CARINET computerized communications network operated by Pfp, they do not view it as the basis upon which to develop the organization. Only a few COUNCARID members (the NRDF in St. Lucia and SERVOL in Trinidad, in particular) are currently taking advantage of their CARINET links. Others have said that they would like to use CARINET but have not received sufficient training. Most of the national development foundations (NDFs) in the region have been provided with microcomputers by PADF or Pfp.

Current Status

COUNCARID is currently inactive programmatically. Although the June 1985 meeting was dedicated to identifying specific objectives, little progress has been made in realizing them. Communication and coordination between the President in Belize, the Secretary General in Brooklyn, New York, and the Executive Secretary in St. Lucia have been poor, and many of the members are beginning to doubt the potential for developing the organization.

Failure to generate significant financing from either members or external donors has made it impossible to develop an effective secretariat or to establish active communications links among the members or even the smaller leadership group. Communications now are limited to irregular telephone calls and correspondence, small informal gatherings of subgroups of members, or other forums such as the Foundation for International Training (FIT) session in Dominica and the PADF board of trustees meeting in Grenada, which involved many of the NDF members of COUNCARID in November 1985.

Several COUNCARID members complained that they do not know what is happening with the organization. They have received no communication about plans for COUNCARID and, in a few cases, have not received a response to written queries. Two or three expressed their doubt that the organization still exists.

At this point, COUNCARID is unable to play a constructive role in coordinating or enhancing the work of its members. This is not to say, however, that the organization is without concrete achievement. Simply drawing together such a diverse group of private agencies from so many geographically and politically distinct areas and identifying a strongly held common set of operational objectives is no small feat. This accomplishment is supported by completion of the arduous task of preparing the documentation required to obtain legal recognition. And these tasks were accomplished, in spite of severe resource constraints, by a group of individuals who are already very busy directing their own organizations.

MEMBER ORGANIZATIONS

As a matter of policy, COUNCARID membership is open to all local, private, nongovernmental organizations involved in efforts to foster socioeconomic improvement of the countries of the West Indies.

The current membership of COUNCARID includes the following organizations:

Antigua -

Meals for Millions/Freedom From Hunger Foundation

Bahamas -

Development Foundation Bahamas

Barbados -

Barbados 4-H Foundation

National Association of Cooperative Societies

National Development Foundation of Barbados

Small Business Association of Barbados

Belize -

National Development Foundation of Belize

Dominica -

National Development Foundation of Dominica

Grenada -

National Development Foundation of Grenada

Guyana -

Guyana Manufacturers Organization

Haiti -

Haitian Development Foundation

Haitian Association of Voluntary Agencies

Jamaica -

National Development Foundation of Jamaica

Council of Voluntary Social Service Agencies

Montserrat -

Montserrat Sea Island Cotton Company

St. Lucia -

National Research and Development Foundation
Small Business Association of St. Lucia

St. Vincent and the Grenadines -

National Development Foundation of St. Vincent and
the Grenadines
Organization for Rural Development

Trinidad and Tobago -

SERVOL
Fund AID

Other potential or associate members include the national development foundations in Antigua and St. Kitts and others. Brief profiles of the member organizations are included as Attachment 3 to this report.

Membership is currently open to new applicants but no particular drive is under way to attract new members. Most current members, especially those not on the Board of Directors, are not actively participating in COUNCARID's development at this time. Several stated that, although they share the objectives and purpose of the organization, they want to see it develop before deciding if and how they might participate. Out of a total membership of 25 agencies from 13 countries, 12 agencies from eight countries were represented at the June 1985 meeting, which might indicate decreasing interest on the part of some members.

Each of the member organizations has its own means of financing its operations. The NDFs are financed by a combination of earnings, AID grants -- either through PADF or direct -- and other grant and loan providers. The newer NDFs in the Eastern Caribbean tend to be more dependent on AID funding than their sister organizations, which have had more time to develop a track record, and alternative or complementary funding sources.

Most, although not all, of the non-NDF members of COUNCARID are dependent on external funding. Meals for Millions in Antigua receives most of its funding through its parent organization of the same name in the United States. SERVOL in Trinidad and Tobago has a wide range of local and external funding mechanisms. The Barbados 4-H Foundation is facing a phase-out of government funding and is in serious need of new funds. The Small Business Association of St. Lucia has access to little or no funding beyond the fees paid by its members. The Montserrat Sea Island Cotton Company is an integrated agricultural production, processing, manufacturing, and marketing enterprise -- owned by the government -- that is intended to pay its own way.

The members still support the basic objectives that were identified when the organization was established. In fact, a remarkable degree of unanimity among the members exists regarding these objectives. As stated by the members in interviews with the consultant, these objectives include:

- Increased networking among the members to share experiences and learning;
- Providing assistance to members, by other members, to address problems (strengthening member agencies); and
- Having a greater unified and independent voice in approaching local governments or external funding sources.

Other, less frequently stated, objectives include serving as a central conduit for external funding in the manner of Solidarios and developing income-generating activities on behalf of its members and to contribute to its own support.

Most members have a long-term vision of COUNCARID as a major force for economic development and political and economic integration in the region. They now feel, however, that the original

vision was perhaps too ambitious for a fledgling organization with few resources. The members believe a more modest program of concrete activities should be identified and developed as a means of getting the organization off the ground.

Services they would like to receive from COUNCARID include training for management and staff, assistance in fund raising, technical assistance in various fields, and information about how other agencies have responded to problems.

One tangible sign of the frustration of the current membership, and a possible complicating factor for future COUNCARID development, is the association of executive directors of NDFs that is being formed. This association is not intended to become a formal organizational alternative to COUNCARID, but only a forum for increased discussion and sharing among the NDF executives. Yet it includes about one-half of the COUNCARID members and must be seen as absorbing at least part of the function intended for that organization and as a potentially divisive factor among the membership. A memorandum of understanding related to the formation of this group was circulating among NDF directors at the time of the consultant's field trip.

EXTERNAL FACTORS

Other factors, of course, have affected how the organization has developed to date, and they will continue to play a role in the future. COUNCARID must recognize the importance of these factors and make clear decisions, where appropriate, to avoid difficulties and possible misunderstandings later on.

Outside Agencies

It is especially important to recognize the necessity of COUNCARID's developing relationships with outside agencies that are both consistent with and supportive of COUNCARID objectives. Several outside PVOs and funding agencies have been involved with COUNCARID's development to date. These include PFP, PADF, AID, Private Agencies Collaborating Together (PACT), and others who have supported the objectives of the organization, attended various meetings as observers, and provided indirect funding support.

PfP has been most active in promoting the development of COUNCARID, providing direct financial assistance to facilitate some of the early organizational meetings, and supporting the work of the Secretary General by underwriting his salary costs for the time he has been engaged on COUNCARID activities while working on another project. PfP also helped prepare at least three proposals on behalf of COUNCARID: two for start-up funding and another to obtain PACT financial assistance for an organizational meeting. And PfP loaned several COUNCARID members computer equipment and trained them in its use to gain access to the CARINET system.

PACT provided financial support totaling US \$21,500 for two COUNCARID meetings and made it possible for several members to obtain computer equipment. Most of this equipment was not used regularly at the time of the consultant's visit, partially as a result of inadequate training.

PADF has provided a forum for various informal meetings and has pledged to provide a limited amount of direct financial support to COUNCARID once it begins development activities. PADF also supported the work of this consultant by inviting him to attend its Board of Trustees meeting in Grenada to meet many of the COUNCARID members in one place.

Other organizations that have taken an interest in the development of COUNCARID include Solidarios, the InterAmerican Foundation (IAF), the Florida Association of Voluntary Agencies (FAVA), International Voluntary Services (IVS), the AID regional office in Barbados (RDO/C), and AID/Washington.

The funding proposals that have been prepared to date have been based on a very close relationship between PFP and COUNCARID. In the August 8, 1984, proposal, it is difficult to determine where COUNCARID ends and PFP/CARINET begins; the proposal even includes a budget line item for PFP overhead without a similar line item for COUNCARID. This may or may not be appropriate, but several COUNCARID members are concerned that this close relationship between COUNCARID and a U.S.-based PVO is contrary to one major purpose of the organization -- to develop an independent regional organization to represent its members to outside donors and local government entities.

Although there is general appreciation of the support that PFP has provided, the consensus is that developing on a more independent course is preferable, even if it means progressing at a slower pace. To establish its credibility and institutional base, COUNCARID must develop a strong leadership and staff capability that can provide a limited but meaningful set of services to its members.

Small Enterprise Assistance Project

The recently designed Small Enterprise Assistance (SEA) Project, which is to be implemented by RDO/C, also must be considered in determining a future course for COUNCARID. SEA is a complicating factor in several ways as it deals with only a portion of all the countries and organizations participating in COUNCARID (the OECS-member states and Barbados). SEA is intended

to become the major vehicle through which many member agencies -- specifically the NDFs -- will receive AID assistance. Some members have suggested that the existence of the SEA project will significantly reduce the importance of developing COUNCARID. This does not appear to be the case, however, as SEA will be active only in a portion of the technical and geographic areas of most concern to COUNCARID.

Although it would not be appropriate to present the SEA project design here in any comprehensive sense and the consultant is not aware of the latest decisions about how SEA will function, it is clear that the project is intended to perform two major functions in support of the development of small- and medium-scale enterprises in the affected states. SEA will serve as the major vehicle for channeling AID assistance to the NDFs, and it will provide a mechanism for making technical assistance available to small- and medium-scale enterprises on a subsidized basis. Thus, those NDFs in other countries (Bahamas, Belize, Haiti, Jamaica, Trinidad, and Tobago) will continue to seek their funding support from AID or other donors as they have in the past. COUNCARID member agencies, even within the OECS territories and Barbados, will be able to make use of the technical assistance portion of the project only to the extent that those agencies are directed at the promotion of small- and medium-scale enterprise development activities.

In one sense, this is a positive development in that it takes some of the burden off COUNCARID to develop quickly the capacity to channel relatively large amounts of grant and loan funds. The SEA project does not, however, provide coverage to all COUNCARID member agencies equally. In the countries where AID has no bilateral aid program (Bahamas, Guyana, Trinidad, and Tobago), it may not be possible for COUNCARID members to receive any direct benefits from the SEA project. Other agencies such as

the Meals for Millions program in Antigua or the 4-H Foundation in Barbados, which are not directly engaged in small- and medium-scale private enterprise, may not benefit at all.

Once the SEA project is fully defined and implemented, it may be possible for COUNCARID to use it as a resource to support aspects of its program that are consistent with the aims of the project and that will, in turn, benefit COUNCARID's broader membership.

Political Sensitivities

Another factor that has slowed the development of COUNCARID, and that will undoubtedly continue to be a factor in the future, is political. Political sensitivities in the region cut across several planes. Although they are seldom voiced explicitly, at least in public, they are a reality that, on the one hand, serves as one motivating force for formation of the organization (increased regional integration) but, on the other hand, slows its development. The small islands mistrust the motives of the larger islands; the island countries look askance at the nonisland countries, which are not really "Caribbean"; and the English-speaking territories try to determine whether French-speaking Haiti really has a place in the organization.

On another level, of course, is the sensitivity to the implications of the many-faceted relationship between the Caribbean Basin states and the United States. There is a strong desire to form an independent force that can stand up to the great force from the north in all its manifestations (AID, PVOs, consultants, business people, etc.). There is also, however, the recognition that the United States serves as both the most important market in the region and as the potential source of the financial support needed to enable COUNCARID and its members to achieve their objectives.

CHAPTER THREE

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

COUNCARID has a useful role to play in the region both as a practical vehicle to help its members develop, maintain, and strengthen their program activities and as an instrument of regional integration. Even with the implications of the new AID-sponsored SEA project, the question is less whether there is a role or need for COUNCARID than whether this is the time for it to be developed.

The answer to the question depends on the determination of the member agencies to develop COUNCARID and the priority they give it within time and resource constraints. It is indeed difficult for the directors of overworked and underfunded agencies to find the resources to put into still another outside activity. Until the development of COUNCARID is important enough to its members to merit an allocation from their all-too-small resource pool, COUNCARID will not likely develop in a direction consistent with the objectives expressed by its members.

The major factors that have impeded the development of COUNCARID have included the lack of:

- Financial and human resources with which to develop an effective secretariat;
- Effective communication among the members, and even among the Board of Directors, resulting from logistical difficulties, the busy schedules of all involved, and insufficient resources; and
- Practical focus for the organization's activities -- general program objectives have not been turned into practical operating guidelines consistent with the nature and level of development of the organization.

Significantly, only one member noted that the difficulty could be that problems and interests among the members are too diverse to make such an organization valuable.

COUNCARID must develop as an independent Caribbean-based consortium of private organizations able to work effectively with a broad range of external funding and service agencies and tied to none. For this reason, COUNCARID should seek to develop its own Caribbean-based secretariat with its own staff, possibly supplemented by a volunteer provided by International Voluntary Services, Peace Corps, or some other appropriate agency.

CARINET can be a useful mechanism in improving communications among certain of the members, although there are technical difficulties in operating the system on islands that do not have "packet switching" facilities. In some cases, CARINET could possibly be used to facilitate external trade agreements involving the member agencies, but this will not likely be a frequent occurrence, given the scale of operations of most of the private enterprises assisted by the NDFs or other members. COUNCARID might develop a group relationship with CARINET, but there is little to suggest that this link will serve as the nucleus for COUNCARID development.

RECOMMENDATIONS

The following recommendations are put forward as one possible track for COUNCARID to follow in its efforts to evolve as a viable and vital organization. The recommendations are purposely kept simple as they are intended to stimulate COUNCARID thinking and discussion, not to present a detailed blueprint for development of the organization. The principles upon which the recommendations are based include the following:

- COUNCARID should provide for at least a portion of its own operating costs on the basis of member payments (dues).
- The organization should be dependent upon no single source of external technical or financial assistance.
- The secretariat of the organization should be staffed by qualified individuals hired from within the Caribbean region by COUNCARID itself.
- The initial program objectives of COUNCARID should be to increase communication and to support joint programming activities aimed at sharing skills and experiences among the members to strengthen member programs, rather than financing member programs directly.

o COUNCARID should not, at least at the outset, become a conduit for channeling funds between donor agencies and its members. That is, it should not seek block grants for distribution to its members, as does PACT, nor should it operate revolving loan funds. Such a role would detract from its membership mutual support function as the members vie for increasing amounts of financial support.

- COUNCARID should not involve itself directly in income-generating activities on its own behalf, at least during its initial development period. Such activities tend to be complex; involve high degrees of risk; and demand too much management attention, which would interfere with the development of other aspects of the program.

The following specific recommendations are offered with the above principles in mind:

- A general meeting of the membership should be called as soon as possible to consider this and other suggestions for moving the organization to its next stage of development, and to make the appropriate decisions necessary either to get on with the job or to decide that the time is not right and formally put it aside. The current uncertainty about COUNCARID is an irritant to many members. A conscious decision to drop it for now would be far preferable to simply letting it fade away for lack of action. It may be difficult to attract a high level of member participation in this meeting unless members are convinced that the meeting will not simply lead to more talk. A detailed proposed agenda should be circulated with the invitations.

- Member payments (dues) should be increased to a level that would both demonstrate the members' seriousness about the organization and provide sufficient funds to finance practical organizational steps suggested below -- EC \$1,000 per member, for example.
- A small secretariat should be established in a Caribbean location with a staff to undertake at least a limited set of activities on behalf of the membership based on member payments alone. This may initially involve no more than a part-time executive and a secretary occupying a corner in the offices of NRDF or one of the other members, but taking this first step is important.
- A modest funding proposal -- US \$150,000 for two years, for example -- should be prepared by COUNCARID itself to solicit support for three basic short-term activities:
 - Operation of the secretariat;
 - Increased member communications including meetings, newsletter, and CARINET; and
 - Fund a very limited set of program activities involving groups of member agencies helping and learning from one another (workshops, training sessions, research projects, etc.). A number of potentially appropriate activities were suggested to the consultant by COUNCARID members. The establishment of priorities should be left to the organization itself.
- Funding support for the start-up period should be sought from a group of international donors rather than relying on a single one. This will serve both to increase the independence of the organization and to ensure that several donors are watching as the organization develops, thus increasing the likelihood of gaining future funding on a larger scale.

ATTACHMENT 1
SCOPE OF WORK

ATTACHMENT 1

SCOPE OF WORK

The purpose of this study is to carry out an institutional analysis of COUNCARID, an "umbrella" organization for 20 PVOs in the English-speaking Caribbean and Haiti. The contractor will critically analyze the institutional organization of COUNCARID and its member agencies. Travel to the Eastern Caribbean, Belize and Haiti will be required to interview officials of COUNCARID and its member agencies and review available documentation.

The contractor will prepare a written report which will consist of an executive summary, table of contents, findings, conclusions and recommendations. The report will contain a brief profile of COUNCARID and each member agency. This report will be used by COUNCARID, its member organizations and AID as a guide in determining how COUNCARID can best serve its members and increase their effectiveness.

In carrying out this institutional analysis, the contractor will focus on the following questions:

A. COUNCARID

1. Why was COUNCARID formed? What does its staff see as its present purpose? How is COUNCARID currently organized to carry out its responsibilities? Of all the founding members of COUNCARID, how many are still active in the organization? Is COUNCARID active in attempting to increase its membership?

2. What is the organizational relationship between COUNCARID and its member agencies? Does the organizational structure of COUNCARID meet with the satisfaction of the member agencies? What financial or managerial control, if any, does COUNCARID exert over these organizations?

3. What services does COUNCARID currently perform for its member agencies?

4. Is this assistance beneficial to the member agencies?

5. What type of development activities does COUNCARID currently carry out? How effective are these programs?

6. How might COUNCARID improve its development assistance efforts? What profit-making ventures would be feasible for COUNCARID to pursue?

7. What have been the noteworthy achievements of COUNCARID to date?

8. How does COUNCARID raise funds to carry out its programs? Has COUNCARID received any assistance from a donor? If so, what donor and for what purpose? Does COUNCARID offer a donor agency a viable alternative to funding individual organizations?

9. Other than the regular annual meetings, what other forms of inter-organizational communication are employed by the member agencies of COUNCARID?

B. Member Organizations

1. What types of organizations are members of COUNCARID? Why are they members? What benefits do they see in their membership?

2. Are these organizations viable, active and growing? Do they need COUNCARID to remain viable organizations?

3. How do the member agencies raise funding for their programs? Have any of the organizations received assistance from donor agencies? If so, what donor and for what purpose?

4. What do the member organizations see as COUNCARID's purpose? What role would the member agencies like to see COUNCARID play? What ideas do they have for improving COUNCARID's effectiveness? How do they see COUNCARID functioning in the future? Do they view their current relationship with COUNCARID as a healthy one or do they believe that it could be improved? How could it be improved? What do they need that COUNCARID cannot provide?

5. What do the members agencies believe they need to improve their effectiveness - technical assistance, funding, training, etc? Can COUNCARID accommodate their needs?

Based on the data and information gathered, the contractor will make recommendations that will assist COUNCARID's Board and member organizations in determining how COUNCARID can best organize itself to play an effective role in development. Recommendations should address the appropriate role COUNCARID should play in working with its member organizations and what assistance COUNCARID will need to carry out that role. The recommendations also should focus on the types of activities COUNCARID and its members should be supporting, including whether to emphasize profit making activities or not. And finally, the recommendations should detail how COUNCARID and its members can most effectively raise the funding needed to carry out their programs.

ATTACHMENT 2
INTERVIEW LIST

ATTACHMENT 2

INTERVIEW LIST

The following list includes all the people with whom the consultant discussed COUNCARID in the process of carrying out the research related to this assignment.

Antigua

Wrenford Ferrence, Executive Director, National Development Foundation of Antigua and Barbuda

Ruth Spencer, Caribbean Program Director, Meals for Millions/Freedom From Hunger Foundation

Barbados

John Daniel, Barbados National Association of Cooperative Societies

Vincent Haynes, Executive Secretary, Barbados 4-H Foundation

Marcus Jordan, Vice Chairman, National Development Foundation of Barbados; Board Member, COUNCARID

Harcourt Lewis, Executive Director, National Development Foundation of Barbados

Peter Orr, AID, RDO/C, Barbados

Belize

Manuel Cuellar, Executive Director, National Development Foundation of Belize; Chairman, COUNCARID

Grenada

Chasley Bishop, Executive Director, National Development Foundation of Grenada

Brian Pitt, Chairman, Grenada Chamber of Commerce and Industry; Vice Chairman, National Development Foundation of Grenada

Haiti

Robert Chancy, Executive Director, Haitian Development Foundation

Premeeta Janssens, Executive Director, Groupe
Technologie Intermediaire d'Haiti; Chairman,
Haitian Association of Voluntary Agencies

Kathy Mangones, Administrative Officer, Haitian
Association of Voluntary Agencies; Board Member,
COUNCARID

Jamaica

Con Levers, Executive Director, National Develop-
ment Foundation of Jamaica

Elsie Sayle, Chief Executive Officer, Council of
Voluntary Social Service Agencies

Montserrat

William Ryan, General Manager, Montserrat Sea
Island Cotton Company

St. Kitts and Nevis

Melvin Edwards, Executive Director, Foundation for
National Development (St. Kitts and Nevis)

St. Lucia

Patricia Charles, Executive Director, National
Research and Development Foundation; Executive
Secretary, COUNCARID

George Eugene, President, Small Business Associa-
tion

St. Vincent and the Grenadines

Monty Eustace, Executive Director, National
Development Foundation of St. Vincent and the
Grenadines

Jethro Greene, Executive Director, Organization
for Rural Development

James Lockart, Vice President, National Develop-
ment Foundation of St. Vincent and the Grenadines

Trinidad and Tobago

Clyde Bacchus, Board Member, Fund AID; Board
Member, COUNCARID

Father Gerard Pantin, Executive Director, SERVOL;
Board Member, COUNCARID

United States

Pierre Armand, Partnership for Productivity
Foundation, Brooklyn, New York; Secretary General,
COUNCARJD

Jerome Glenn, Partnership for Productivity Founda-
tion/CARINET, Washington, D.C.

Paul Maguire, Social Development Office, LAC
Bureau, AID, Washington, D.C.

Rick Morren, Partnership for Productivity
Foundation/CARINET, Miami

Lewis Townsend, Vice President, Pan American
Development Foundation, Washington, D.C.

ATTACHMENT 3

BRIEF PROFILES OF COUNCARID MEMBER ORGANIZATIONS

ATTACHMENT 3

BRIEF PROFILES OF COUNCARID MEMBER ORGANIZATIONS

The following brief profiles of the member organizations of COUNCARID are based on short discussions with the executive officers of the organizations concerned, supplemented in some cases by interviews with selected board members. These profiles are included to provide a general understanding of the types of organizations that have been involved with the development of COUNCARID to date. They are not intended to serve as detailed descriptions of the activities of the organizations concerned nor should they be interpreted as an evaluation of the programs of those agencies.

National Development Foundations:

Ten COUNCARID members are national development foundations (NDFs) in the Bahamas, Barbados, Belize, Dominica, Grenada, Haiti, Jamaica, St. Lucia, St. Vincent, and Trinidad and Tobago -- all but two (Guyana and Montserrat) of the countries represented in COUNCARID. Although there are substantial differences in the operations of the various NDFs, they share the common objectives of providing an appropriate combination of credit facilities and technical and managerial assistance to small-scale entrepreneurs who are otherwise excluded from normal commercial credit channels.

Most, if not all, of the NDFs have had a strong link with the Pan American Development Foundation as they developed, and several continue to receive financial and technical support from this source. The major differences among the NDFs, other than the obvious differences in stage of development, lie in how they have chosen to manage their credit funds. Some have opted to establish a guarantee fund within the local commercial banks and encourage the banks to share the credit risk of lending by accepting less than 100 percent guarantees. These NDFs work closely with the banks in the management of the funds. In some cases actual bookkeeping may be done by the bank, while in others this responsibility rests with the NDF. Other NDFs have chosen to establish direct loan funds either managed by a commercial bank or managed directly by the NDFs themselves.

The one NDF that is different in terms of the nature of the organization is the National Research and Development Foundation of St. Lucia. Here, the NDF function was added to an existing local research organization. The small-scale lending operation works very much the same as in the other NDFs, but the organization has other functions, including at this point, serving as the secretariat of COUNCARID.

Meals for Millions/Freedom From Hunger Foundation, Antigua

This local Antiguan organization is affiliated with and receives funding support from the U.S.-based foundation of the same name in California. The organization raises approximately 30 percent of its own funding locally and carries out small community development type programs aimed at improving nutrition education and promoting school and community gardens and bee-keeping.

Barbados National Association of Cooperative Societies

This national level private organization represents and assists all types of cooperative societies and promotes the cooperative movement in Barbados.

Barbados 4-H Foundation

The 4-H Foundation currently represents approximately 1,000 young people (9-21) throughout Barbados with programs aimed at attitudinal training for the younger group (9-15) and practical skills training for the older group (15-21) through the traditional 4-H Club structure.

Membership is significantly less than it was several years ago as is the financial and human resource base of the organization as it has struggled to replace withdrawn government funding and reduced Peace Corps support.

Haitian Association of Voluntary Agencies (HAVA)

This is a three-year-old association of voluntary agencies in Haiti. Current membership includes 60 different agencies of various types. HAVA provides a variety of services to its members and manages an AID block grant that is passed through to members.

Council of Voluntary Social Service Agencies, Jamaica

The council includes 55 private agencies as members at this time. Members are in both welfare and development areas. Similar to HAVA, the council provides a variety of services to its members and has just launched a United Way campaign, in conjunction with United Way in the United States, to provide a joint local fund raising mechanism for its members.

Montserrat Sea Island Cotton Company

This vertically integrated state-owned company produces special long staple "sea island" cotton, processes it, and crafts it into products for the tourist trade and for export. It is one of the largest, if not the largest, agroindustrial employers on the island.

Small Business Association of St. Lucia

This organization represents a number of the smaller businesses on the island. With no outside source of funding it is not able to provide program assistance activities for its members, but it does represent them jointly to local government and the local Chamber of Commerce and is seeking to develop specific programs to increase local production for the tourist industry and for export.

SERVOL, Trinidad and Tobago

SERVOL is a Trinidad-based community development and training organization that focuses on the provision of "Life Training" and community services in some of the poorest communities of Trinidad and Tobago. Life training includes practical skills training in areas such as welding, the building trades, and nursery school teaching as well as value training and family skills training aimed at strengthening the families that the young people involved will eventually form. SERVOL has begun to offer training to people from other Eastern Caribbean islands who are expected to return home to begin similar programs themselves.

The COUNCARID member organizations that the consultant was not able to visit, and thus cannot provide a meaningful profile for, include the Development Foundation, Bahamas; the Small Business Association of Barbados; the Guyana Manufacturers Organization; and the Organization for Rural Development (ORD) in St. Vincent; although he did hold a lengthy telephone interview with the ORD director.